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Mr. Joseph Yeasted
NUS Corporation
Park West II
Cliff Mine Road
Pittsburgh, PA 15275

Dear Joe:

Enclosed are 3 copies of a draft report on the New Bedford Harbor Study; Economic Activity Description. It covers all the points we discussed in our review of the outline.

If you have questions or need revisions, please feel free to call on me.

Sincerely,

Eric Schweitzer
Director
Socioeconomics and Urban Planning

/drz

Enclosures

NEW BEDFORD HARBOR STUDY ECONOMIC ACTIVITY DESCRIPTION

1 INTRODUCTION

This section of the report presents an overview of the economies of New Bedford and Fairhaven, the two cities bordering the New Bedford Harbor. Included in this overview are discussions about the Cities' populations, past and present employment sectors, waterfront land use, and economic development activities and plans. The effects on local economic development of the PCBs in the harbor concludes this section.

Data sources included reports from local and regional planning agencies, as well as local Chamber of Commerce data and information from the Massachusetts Department of Commerce and Development. Although much of the economic discussion pertains to the cities of New Bedford and Fairhaven or to the region, information specific about the harbor waterfront is presented wherever possible.

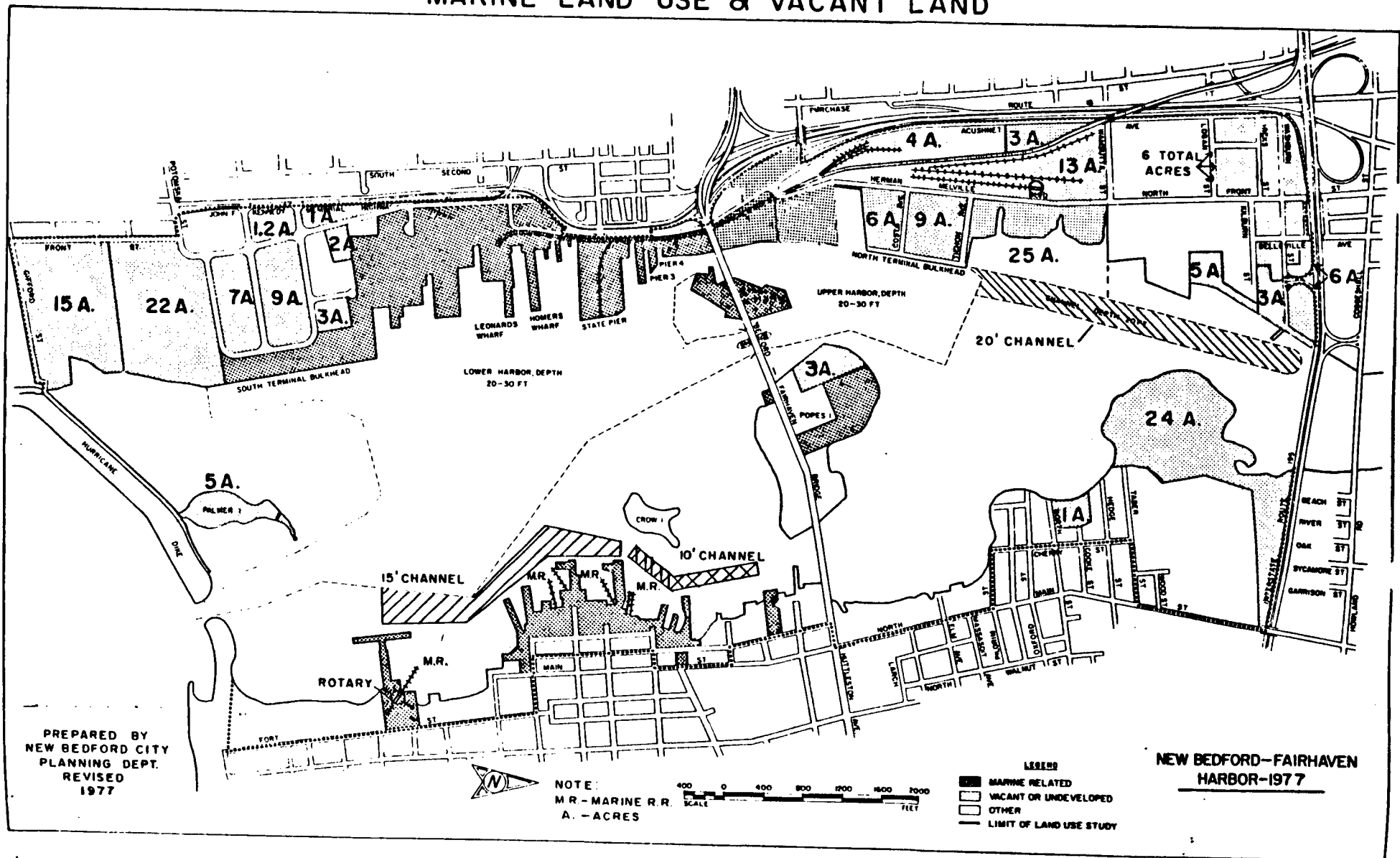
2 NEW BEDFORD/FAIRHAVEN OVERVIEW

2.1 THE COMMUNITIES

New Bedford Harbor, a tidal estuary at the mouth of the Acushnet River on the northwestern side of Buzzards Bay, is the Waterway approach to the city of New Bedford and the town of Fairhaven. New Bedford is located on the west side of the harbor and Fairhaven is on the east side. Surrounding and crossing the harbor is a modern highway system. The Massachusetts Route 6 Bridge serves as a direct link between the City of New Bedford and the Town of Fairhaven. The bridge carries traffic using Route 6, which at one time was a major east-west highway in southeastern Massachusetts. In 1974, Interstate 195 was completed in a corridor parallel and north of Route 6. Interstate 195 was built to absorb most of the heavy through traffic and it effectively prevents any marine-related use of the harbor north of its nine foot clearance (see Figure 1).

New Bedford and Fairhaven are located in Bristol County in southeastern Massachusetts. The communities are about 56 miles from Boston, 208 miles from New York City, and 33 miles from Providence, Rhode Island. The City of New Bedford

MARINE LAND USE & VACANT LAND



covers slightly less than 20 square miles, with approximately 18.9 square miles of land and 0.8 square miles of water comprising the total land area. Fairhaven covers over 12 square miles, with about 12.2 square miles of land and 0.3 square miles of water (Massachusetts Department of Commerce and Development, 1983 and 1984).

New Bedford was incorporated as a city in 1847. Census statistics dating from 1920 show a decline in the number of people living in the city. In 1920 there were 121,217 residents, and as a result of steady declines throughout the following decades, the 1980 population stood at only 98,478. Between 1970 and 1980, New Bedford's population decreased by 3,299, or 3.2 percent. During that decade, there was an estimated excess of births over deaths of 2,303 and an estimated out-migration of 5,602 (Massachusetts Department of Commerce and Development, 1983).

Fairhaven was settled in 1653 and originally known as Sconticut, the name of the Indian tribe living there. Until incorporation as a city in 1812, Fairhaven was part of New Bedford. Census statistics since 1920 show that the 1980 population of 15,759 is more than twice the size of the 1920 population, although fluctuations have occurred over the decades. Fairhaven's population decreased between 1970 and 1980 by 573, or 3.5 percent. There was an estimated excess of births over deaths of 107 and an estimated out-migration of 680 during that decade (Massachusetts Department of Commerce and Development, 1984).

2.2 HISTORY AND ECONOMY

Throughout the past, New Bedford and Fairhaven have been linked to the sea. The first settlement in the area occurred about 1650, when a group of thirty-six dissenters from the Plymouth Colony purchased a tract of land that today encompasses New Bedford, Acushnet, Fairhaven, Dartmouth, and Westport. Although farming was the main economic activity, the area soon turned seaward. The development of whaling began in the 1760s, with shipbuilding activities as part of the industry. By 1775, Bedford Village was New England's second largest whaling port, surpassed only by Nantucket. Citizens of Bedford played an active role in the Revolutionary War, even though a large portion of the village was

Quaker. The village's main contribution was as a haven and supply center for American privateers.

The settlements of Acushnet, Fairhaven, and Bedford Village were incorporated into the Town of New Bedford, in 1787. In 1812, Fairhaven and Acushnet separated and formed the Town of Fairhaven. The commercial and whaling industries continued their steady growth and by 1830, New Bedford surpassed Nantucket as a whaling center and became the whaling capital of the world. During this time, ethnic diversity increased in the area as Portuguese and other foreign seamen arrived to man the whaling ships.

Whaling stimulated the growth of satellite industries and other commercial activities. In 1846 two cotton textile mills were built; one of these was the Wamsutta Mill, which became world renowned. Oil was discovered in Pennsylvania in 1857 and with its discovery began the decline of the whaling industry, as an alternative source for petroleum was now available. Capital accumulated during the years of whaling prosperity was invested in the city's cotton textile industry. During the half century following the Civil War, twenty-six cotton textile mills were constructed along the shore of the New Bedford Harbor.

The textile industry focused on the production of fine cotton goods and became a world leader in these products toward the end of the nineteenth century. Until the 1930s, the city's economic prosperity was based on the textile industry. Shipbuilding, fishing, and marine-related services continued to be an important part of the economy throughout these years. The Great Depression dealt the textile industry a blow from which it never fully recovered. Government programs and the advent of World War II helped New Bedford recover from the effects of the depression and since the end of World War II, the city has attempted to broaden its economic base (New Bedford Planning Department, 1976).

Today, New Bedford is a major fishing port and is considered to be the richest port on the East Coast and the unofficial scallop port of the world (Bristol County Development Council, Inc., 1984). Instead of a fleet of whaling ships, there is a fleet of trawlers, draggers, scallopers, and lobster boats in the harbor, and seafood processing plants are located near the waterfront. On the other side of the harbor, the Fairhaven waterfront area serves as a repairs

complex for the fishing fleet. Marine specialists are available for the fleet and for cruising boats. Shipping that occurs in the harbor includes receipts of petroleum, lumber, fish, and textiles; exports are flour, general cargo, and frozen fish (New Bedford Planning Department, 1976).

The size of the fishing fleet in 1983 was estimated to be 200 vessels, an increase of approximately 50 new vessels since 1976, and a 1981 survey of marina operators indicated that 350 motorboats or yachts were moored in the New Bedford Harbor. The total number of direct and indirect jobs provided by the fishing industry was estimated to be 2,736 in the New Bedford area (Southeastern Regional Planning and Economic Development District, 1983b; Economics Research Associates, 1981). The commercial fishery landings in New Bedford in 1982 totalled 82.3 million pounds and had a value of \$40.4 million. New Bedford ranked third among major U.S. ports in value of fishery landings in 1982, behind the Los Angeles area, California and Kodiak, Alaska. In 1981, the landings totalled 76.2 million pounds and had a value of \$29.9 million (U.S. Department of Commerce, 1983).

With a 1980 population of approximately 98,500, New Bedford was an employment center for about 47,200 persons in 1982. The largest employment sectors include manufacturing (45 percent), services (16 percent), government (12 percent), and retail trade (12 percent). The agriculture and fisheries sectors employ 3 percent of the workforce, with most of these workers employed in fishing (Massachusetts Department of Commerce and Development, 1983). Many jobs included in the manufacturing, services, and retail trade sectors, however, are related to the fishing industry.

Fairhaven, with a 1980 population of about 15,760, was the place of employment for approximately 3,860 workers in 1982. Retail trade was the largest employment sector (34 percent), with services (15 percent), government (12 percent), and fisheries (11 percent) employing large segments of the workforce. Fairhaven functions as both a residential suburb of New Bedford and a summer resort on Buzzards Bay, in addition to its being a workplace (Massachusetts Department of Commerce and Development, 1984).

Major employers in New Bedford include manufacturers of apparel, textiles, rubber products, and electronics. Industrial land is scattered throughout the city, with a concentration of mills along the waterfront and near the airport. An industrial park has been developed off Route 140 in the northern part of the city. Two large waterfront areas (North and South Terminals) were prepared for development through urban renewal as sites for future industrial activity (Southeastern Regional Planning and Economic Development District, 1976). Today, the South Terminal has fish processing plants at dockside, while there are several acres of land available for development at the North Terminal. Marine-related industries in New Bedford have diversified in the past decade from the manufacture of ropes and fish nets to modern fish filleting plants and marine electronics.

The major employers in Fairhaven include firms that perform ship repairs and conversion, and manufacturers of winches and marine machinery, sewing threads, loom crankshafts, tires and inner tubes (Southeastern Regional Planning and Economic Development District, 1982a). Although space for the expansion of marine-related industry along the Fairhaven waterfront is limited, industrial development in the northern half of the town has been initiated with the construction of newspaper and telephone company buildings and a few warehousing facilities (Southeastern Regional Planning and Economic Development District, 1976).

The New Bedford Labor Market Area includes New Bedford, Fairhaven, and seven other towns and cities in Bristol and Plymouth Counties. One characteristic of the entire New Bedford Labor Market Area is high unemployment rates. In New Bedford the 1980 unemployment rate was 8.6 percent. The 1982 rate was 14.3 percent, which was higher than the labor market area rate of 12.4 and the state unemployment rate of 8.0 percent. Seasonal unemployment may be a contributing factor to New Bedford area unemployment. A regional review of the district's economy concludes that the southeastern Massachusetts region has several positive attributes that should encourage development that "reindustrialization" is occurring. This redevelopment is the result of investment in new industries, diversification, and more emphasis on non-manufacturing growth (Southeastern Regional Planning and Economic Development District, 1983a).

2.3 ECONOMIC DEVELOPMENT PLANNING

New Bedford and Fairhaven are member cities of the Southeastern Regional Planning and Economic Development District (SRPEDD). The purpose of an economic development district is to foster successful development on a large scale by grouping together economically distressed areas, known as redevelopment areas, and healthy areas called growth centers. New Bedford was designated as one of four district redevelopment areas in 1966 on the basis of "substantial and/or persistent unemployment." Redevelopment area designation enables an area to be eligible for the programs authorized by the 1965 Public Works and Economic Development Act (Southeastern Regional Planning and Economic Development District, 1983a).

As a redevelopment area, New Bedford has received several grants since 1966 from the U.S. Economic Development Administration. These grants have assisted in the creation of the New Bedford Industrial Park. The City of Fairhaven received a grant in 1970 to perform an Industrial Park Study.

Other development efforts in New Bedford made under the direction of the Southeastern Regional Planning and Economic Development District include an industrial revenue bond program, Private Industry Council activity, and a Corridor Planning Study. Some major industrial and commercial expansion in New Bedford has been funded through the industrial revenue bond program. Eight companies located in the city received revenue bond funds in 1982. Private Industry Councils (PICs) that serve the District have worked to develop training programs that will assist with the employment needs of the private sector. The New Bedford PIC has developed the following programs: insurance clerk training, advanced machine-shop training, and bank teller training. A high technology consultant was also hired by the PIC. The 1977 Massachusetts Route 6 Bridge Corridor Planning Study conducted by the District found that present and projected auto traffic and marine operations will necessitate the replacement of the New Bedford/Fairhaven Bridge (Southeastern Regional Planning Economic Development District, 1983a).

Economic development goals and objectives for the District were adopted in 1980. These goals are to achieve a stable economy with moderate overall growth

that provides full employment; to utilize and develop job skills; and to increase incomes to at least the Massachusetts average. The objectives include seeking funding for local industries and the encouragement of new industries to locate in the region. Work on the New Bedford North Terminal was included as a high priority project on the 1982-1983 listing for the district.

The city of New Bedford has a planning board which has completed a master plan and other reports such as the 1977 New Bedford/Fairhaven Harbor Master Plan and the 1981 Vacant Industrial Land Survey report. The land survey was made to determine which parcels of land remained available for industry. The New Bedford Industrial Park, created in 1956, was designed to encourage industrial growth and diversification. Similarly, the New Bedford Foreign Trade Zone, which is part of the Air Industrial park near the Municipal Airport, was created in 1977 to encourage and facilitate international commerce. Some parcels of land in or near these industrial parks were found to be available for development in the land survey (New Bedford Planning Department, 1981).

Waterfront development plans have been linked with the expansion of fishing and other marine-related industries. Additional berthing areas are desired along the deep-water shoreline in order to accommodate a greater number of ships. The creation of additional industrial land and docking areas has been proposed through land fill and bulkheading of dredge material. Replacement of the Massachusetts Route 6 bridge is also deemed necessary in order to reduce the number of bridge openings and open the northern harbor to ships of all sizes. The largest developable site currently available in the harbor area is the North Terminal. Land available there may be of interest to marine and offshore oil related industries. The low vertical clearance and repeated failures of the hydraulic system of the bridge are viewed as contributing factors to the slow development of the North Terminal. Recreational and tourist uses of the waterfront have also been encouraged within the past decade. Tourist trade in the Downtown Historic District has been increasing and there is much interest in constructing a recreational marina on Pope's Island, which is located on the southern side of Route 6 as it crosses the New Bedford Harbor (New Bedford Planning Department, 1984).

The town of Fairhaven has a planning board which has completed a master plan. A plan for revitalizing Fairhaven Village Center was prepared in 1980 for the town by the Southeastern Regional Planning and Economic Development District. The goals listed as part of this plan include: encouraging and expanding commercial, tourism, and waterfront business, preserving historical buildings; improving recreational opportunities including these near the waterfront; and developing pedestrian links to the waterfront and parking areas closer to the harbor. Planning for the waterfront continues to be conducted on a joint basis by the New Bedford/Fairhaven Harbor Master Plan Committee. The Fairhaven revitalization plan deals specifically with improvement of downtown connections to the waterfront. New waterfront development in Fairhaven is expected in response to the growing size of the fishing fleet and potential demands to service an off-shore oil industry. As of yet, there is not much waterfront activity related to the off-shore oil industry.

3 HARBOR LAND USE AND DEVELOPMENT PLANS

Officials from New Bedford and Fairhaven established the joint Harbor Master Planning Committee in 1976 to consider issues and recommend policies related to harbor development. As part of this task, the Committee adopted the following as its planning goal:

To enhance the community's economic development goal by providing ample opportunities for stable employment by either maintaining or expanding existing harbor industries, retaining and protecting the existing fishing industry, or introducing new harbor-related industries (New Bedford Planning Department, 1977).

The Committee recognized several objectives as having the highest priority for economic development, including: guaranteeing the fishing fleet's continued accommodation at modern piers, setting aside suitable vacant land for future fishing industry development, and guiding potential oil exploration activities to sites which meet oil industry needs and cause the fewest conflicts with harbor-related activities.

As part of the New Bedford/Fairhaven Harbor Master Plan, a land use study was completed in 1977 to determine the allocation and use of land adjacent to the harbor. The study area included 637 acres of land on both sides of the harbor. Approximately 330 of those acres are located north of the New Bedford/Fairhaven bridge, and about 307 acres are south of the bridge. Six different land classifications reflected the harbor's various uses for the purposes of that study: 1) Domestic (residential, cultural, entertainment and recreational), 2) Manufacturing, 3) Marine-related (fishing marinas, retail sale of small boats, boatyards and shipyards, warehouse storage), 4) Commerce and Services, 5) Transportation and communication utilities, 6) Vacant buildings and undeveloped land. Survey results shown the following breakdown of land uses:

	<u>Acres</u>	<u>Percent of Total</u>
Domestic	95	15
Manufacturing	66	10
Marine-related	28	4
Commerce	79	12
Transportation	205	32
Vacant	164	26
	<u>637</u>	<u>99</u>

Each of these category results are discussed in further detail below.

Residential land uses near the harbor occupied about 95 acres, or 15 percent of the area. Residential use of the harbor study area in New Bedford was concentrated on a small amount of land and it had a very high density. Low to medium density residential uses were found along the entire Fairhaven shoreline, although there were concentrations in the northern and southern extremities. Residential use once occupied all parts of the shoreline until urban renewal began to convert land from blighted, mixed residential and retail neighborhoods to industrial waterfront sites. Harbor land used for cultural, entertainment, and recreational activities constituted about 3 percent of the study area. Most of that land was found south of the New Bedford/Fairhaven Bridge. The potential for additional recreational uses was recognized in this study as a complex of uses that "could have a significant economic impact on the area's economy and could do much to revitalize the downtown" (New Bedford Planning Department, 1977).

The manufacturing category included both durable and non-durable manufacturing, with the exception of shipping, boat building, and repair. Fish processing was included in this category. About 66 acres, or 10 percent of the harbor land uses were for manufacturing. The New Bedford shoreline contained various examples of industrial development, as well as tracts of land suitable for future development. New Bedford industries included the Revere Copper and Brass Company, the Wamsutta Mills, fish processing in the South Terminal, and the Quaker Oats plant in the North Terminal. Fairhaven was devoid of manufacturing interests along its shore.

Marine-related land uses occupied 28 acres of the harbor area, or 4 percent of the study area. The most important marine-related use is that associated with the fishing industry, which occupies about 10 acres of land. These industry uses include fresh and frozen packaged fish and seafood operations, commercial fishing terminals and piers, retail and wholesale trade of fish and seafoods, marine-related wholesale activities, and transportation equipment and supplies. Fish processing is included in the manufacturing category. The major center of marine transportation, the State Pier, is included in this land use category, as is a portion of Fish Island, which is devoted to ship salvaging. In the southern harbors there are warehouses, food lockers, storage yards (including petroleum bulk stations), and long-term boat storage uses, which occupy small amounts of land.

The commerce and services land use category included all wholesale activities with the exception of those related to fish and seafood, motorboat equipment and supplies, petroleum bulk stations and terminals, and miscellaneous wholesale items. It also included all retail activities except those related to fish and seafood, and marine craft and accessories for motor boats and sail boats. This land use category occupied 79 acres, or 12 percent of the study area. Most commerce and service activity were located along major thoroughfares such as Massachusetts Route 6 and Interstate Route 195, and the Central Business District of New Bedford near the waterfront.

The fifth land use category, transportation and communication utilities, occupied 205 acres of land or 32 percent of the study area. Highways and street rights-of-way occupied nearly one-fourth of the study area. In New Bedford, large

tracts of land are devoted to highway access along the industrial waterfront. The harbor's access to other markets is provided by Interstate 195 and to a lesser extent, Massachusetts Route 6 (New Bedford Planning Department, 1977).

Vacant buildings and undeveloped land accounts for about 164 acres of harbor land use. This category represents 26 percent of the study area's total land. There were large tracts of vacant land on both sides of the harbor, and on both sides of the bridge in 1977. Over 70 acres of vacant buildings and land was located north of the bridge, and about 94 acres were located south of the bridge.

In the New Bedford - Fairhaven Harbor Master Plan, the harbor is viewed as six different entities: 1) a fishing part, 2) a cargo port, 3) potential center of water-related manufacturing, 4) potential support base for offshore oil exploration and production, 5) an attraction which can stimulate tourist trade and promote downtown revitalization, and 6) a human habitat, as the harbor area is the residential setting for over 1,600 people in New Bedford and Fairhaven. These six different views of the harbor reflect the development goals and issues related to the waterfront and harbor. Each of the harbor views and the related development goals are discussed below.

Fishing Port

New Bedford and Fairhaven's fishing harbor area contains harbor approaches, channels, turning basins, piers, bulkheads, loading and unloading areas, highways and streets, parking facilities, repair services, processing facilities, wholesale supplies, and retail outlets. Significant development issues related to the fishing industry included the extension to a 200-mile limit on fishing fleet activity by the federal government, and identification of future harbor space needs associated with fleet expansion.

Cargo Port

The harbor area functions as a cargo port by accommodating primary, secondary, and auxiliary port uses at the State Pier. Examples of each of these port uses are the cargo shed, the loading area, and the cargo transit area, respec-